



Multi Agency Public Protection Arrangements

GLOUCESTERSHIRE



Annual Report

Intro

Mark Power retired on the 10th December 2019 and I was pleased to replace him as chair of the MAPPA Strategic Management Board (SMB). I would like to take the opportunity to thank Mark for his hard work and commitment to MAPPA.

Throughout 2019 and into 2020 we continued with the interim MAPPA Co-Ordinator Ruth Lumber who was well supported by her NPS Senior Probation Colleagues and by the hard work and commitment of the standing panel members both at Level 2 and Level 3. At the end of the business year we recruited a replacement Co-Ordinator and was pleased to welcome Huw Wilford from the National Probation Service onboard. MAPPA in Gloucestershire has had a frequent shift in personnel in recent years and at the end of the business year in 2020 I handed the Chair to Assistant Chief Constable Craig Holden who brings experience and energy to the role. With Craig and Huw now in position there is stability to continue the excellent work MAPPA in Gloucestershire undertakes.

The purpose of this report is to provide information about the work of MAPPA in Gloucestershire and offer reassurance to the public that appropriate processes are in place to collaboratively manage the most complex cases in our communities. We do not report on individual cases nor comment on the specific actions of individual agencies, but we do aim to provide a flavour of the work carried out locally under the MAPPA framework.

We have published the statistics for 2019/20 later than usual as a result of the Covid-19 pandemic delaying access to data during lockdown.

MAPPA in Gloucestershire is overseen by the SMB, which includes senior representatives from Gloucestershire Constabulary, Her Majesty's Prison Service and the National Probation Service (the Responsible Authority), as well as Adult Safeguarding, Adult Social Care, Children's Social Care, the Department for Work & Pensions, Gloucester City Homes, the Local Authority Housing Department, the Office of the Police & Crime Commissioner, the Youth Offending Service and 2gether NHS Foundation Trust (representing all of Health) (the Duty to Cooperate Agencies). The Board is completed by our MAPPA Coordinator and two Lay Advisers.

The role of the SMB is to manage the quality and effectiveness of MAPPA locally, ensuring that each of the agencies involved discharge their duties to protect

the public under the MAPPA framework. The aims of the SMB in Gloucestershire remain unchanged from previous years.

They are:

- To ensure that victims remain at the centre of local MAPPA arrangements
- To maintain effective multi-agency arrangements to manage the risks posed by sexual and violent offenders
- To ensure that information is shared in order that the public are protected
- To make improvements where weaknesses are identified
- To ensure that local MAPPA arrangements are transparent and accountable

The delivery of these aims requires commitment from partners at both strategic and operational level. Since my arrival as MAPPA Chair, I have witnessed close working relationships across a range of agencies in Gloucestershire which has created a culture where challenge is welcome and continuous improvement is monitored. As Chair of the SMB I am keen to develop our practice and review local processes, ensuring that we seek opportunities to review our practice particularly where areas for improvement have been identified.

I would like to take opportunity here to thank Ruth Lumber, MAPPA Coordinator for Wiltshire for all her hard work in keeping two MAPPA areas on track. It is good to have strong cross border working relationships with Wiltshire and these will continue as she supports Huw into role, and they build a thresholding process for referrals to Level 2 and 3.

Finally, I'd like to take this opportunity to thank all of the partnership agencies for their contribution to MAPPA in Gloucestershire over the last year.

DCI Ruth Mather
Gloucestershire Police Constabulary
Chair of Gloucestershire MAPPA SMB

What is MAPPA?

MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.

They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.

A number of other agencies are under a Duty to Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Services, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.

The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community (where they must reside and have strong links).

How MAPPA works

MAPPA-eligible offenders are identified and information about them is shared between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require structured multi-agency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 3 categories of MAPPA-eligible offender:

- **Category 1** - registered sexual offenders;
- **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; and
- **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.

There are three levels of management to ensure that resources are focused where they are most needed; generally those presenting the higher risks of serious harm.

- **Level 1** is where the offender is managed by the lead agency with information exchange and multi-agency support as required but without formal MAPPA meetings;
- **Level 2** is where formal MAPPA meetings are required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

All MAPPA reports from England and Wales are published online at: www.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2020				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	536	174	-	710
Level 2	0	3	2	5
Level 3	0	1	0	1
Total	536	178	2	716

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	6	7	9	22
Level 3	1	1	0	2
Total	7	8	9	24

RSOs cautioned or convicted for breach of notification requirements	15
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RSOs who have had their life time notification revoked on application	4
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	36
SHPO with foreign travel restriction	0
NOs	0

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	2
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Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	2	1	1	4
Level 3	0	0	0	0
Total	2	1	1	4
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	95
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This figure has been calculated using the Mid-2019 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2020 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2019 to 31 March 2020.

(a) MAPPA-eligible offenders – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority are actually managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) These offenders are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. Failure to comply with the notification requirement is a criminal offence that carries a maximum penalty of 5 years’ imprisonment.

(c) Violent Offenders – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.

(d) Other Dangerous Offenders – offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPPA

meetings. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

(e) Breach of licence – offenders released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

(f) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. They require the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.

(g) Notification Order – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court

for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

(h) Sexual Risk Order (including any additional foreign travel restriction)

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application by the police or NCA where an individual has committed an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply. The person concerned is able to appeal against the making of the order and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.

Individuals made subject of a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

(i) Lifetime notification requirements revoked on application

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements. Persons do not come off the register automatically. Qualifying offenders may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain on the register for life, if necessary.

Individuals will only become eligible to seek a review once they have been subject to indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applied from 1 September 2012 for adult offenders.

Local page

Following the challenging year of 2018-2019 which centered around the change of personnel including SMB chair, Lay Advisors and the MAPPA Coordinator. I was able to concentrate on delivering the business plan for 2019-20. Covering two MAPPA areas was a significant test on my organizational abilities and I was heavily reliant on the MAPPA Administrator for the day to day keeping the “show on the road” – I would like to thank Kirsty Ridge for her unceasing efforts and skill in maintaining a sense of normality for Gloucestershire MAPPA.

19-20 was a year in which we continued the model of Senior Probation Officers chairing NPS managed cases – this was by and large successful though the SPO pool for the majority of that time consisted of only one trained chair. This meant that there was a reliance on the standing panel members and Kirsty to be the common threads that brought and maintained MAPPA standards within Gloucestershire. Gloucestershire is fortunate to have long standing committed panel members whose experience and commitment is key to the success of arrangements locally – I would like to thank them for their support during the business year.

Like the previous year we were again pleased to host a development day attend by Police and Probation at the Skillzone in Tuffley (with thanks to Gloucestershire Fire Rescue Service). This development built on the previous one and focused on risk, referrals and had input from a Personality Disorder Team, Domestic Violence Specialists and Probation to build knowledge and expertise. The event was again successful with positive feedback and a real sense of building rapport between two key agencies. We are hopeful of continuing this on into the future.

Collaboration has always been central to MAPPA success and continues to be the cornerstone of Gloucestershire’s approach. Attendance rates have been excellent and where agencies have struggled conversations have always been held to identify any barriers and remove them. There is a clear recognition amongst all Duty to Co-Operate and Responsible Authorities that through joined up approach we deliver harm reduction.

Last year I wrote how impressed I have been by the good working relationships and effective processes in place since. This has only grown through the year and as I hand over the baton to the incoming Co-Ordinator I do so in the knowledge that he joins a supportive and professional group. I look forward to working with him over the next year to strengthen the ties between Wiltshire and Gloucestershire.

Ruth Lumber

MAPPA Coordinator Wiltshire and Gloucestershire.

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